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SENSITIVE  
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FOR G/TIP (LAURA PENA)

E.O. 12958: N/A  
TAGS: [PGOV](#) [KTIP](#) [ELAB](#) [KCRM](#) [KFRD](#) [KWMN](#) [PHUM](#) [PREF](#) [SMIG](#) [KMCA](#) [NI](#)  
NO  
SUBJECT: NORWAY 2010 TIP REPORT

REF: 10 STATE 2094; 09 OSLO 112

[1](#)1. (SBU) SUMMARY: Embassy Oslo's points of contact for TIP issues are Scott Sommers, Political Officer ( 47) 21 30 88 69, fax ( 47) 22 55 43 13 and Tord Bergesen, Political Specialist, LES ( 47) 21 30 85 02. Poloff spent approximately 35 hours researching and preparing this report. End Summary.

[1](#)2. The Trafficking In Persons report for Norway follows below sequenced by the checklist paragraph numbers:

[1](#)25. (SBU) THE COUNTRY'S TIP SITUATION:

-- A. What is (are) the source(s) of available information on human trafficking? What plans are in place (if any) to undertake further documentation of human trafficking? How reliable are these sources?

Norway has a single coordinating unit for victims of trafficking (hereafter denoted by the acronym KOM) which oversees coordination among an inter-ministerial commission and local government coordinating units. As such, KOM has an excellent overview of the trafficking situation in Norway, at least as far as the government is concerned. The statistics in this report largely were derived from KOM representatives. NGOs that help victims of trafficking, the Norwegian equivalent of the FBI ("Kripos"), and the MFA's trafficking department also have aided in the production of this report. All the above named sources are quite reliable.

-- B. Is the country a country of origin, transit, and/or destination for men, women, or children subjected to conditions of commercial sexual exploitation, forced or bonded labor, or other slave-like conditions? Are citizens or residents of the country subjected to such trafficking conditions within the country? If so, does this internal trafficking occur in territory outside of the government's control (e.g. in a civil war situation)? From where are people recruited or from where do they migrate prior to being subjected to these exploitative conditions? To what other countries are people trafficked and for what purposes? Provide, where possible, numbers or estimates for each group of trafficking victims. Have there been any changes in the TIP situation since the last TIP Report (e.g. changes in destinations)?

Norway is mainly a country of destination for trafficking, but may be to a minimal extent also a country of transit and origin. (The latter is suspected by the KOM unit to occur when asylum applicants who are turned down are recruited into trafficking when they are desperate to find an income). Victims from 45 countries were identified in 2009, with Nigerians being the largest group and most others were from eastern Europe and other countries in Africa, with a few from Brazil. The government identified a reported 292 possible trafficking victims to Norway in 2009, an increase of 36 over last year. These include both possible victims of prostitution and labor trafficking, of which 69 were under 18 years of age (however, there were also 42 "accompanying children" who were living with their trafficked mothers in prostitution). The majority of victims are engaged in forced prostitution. The statistics are based on information gathered from the government and NGOs. Victims are generally trafficked into Norway through other countries in Europe. During the last year, the KOM project has documented that Belgium, Spain, England, France, Greece, Italy, the Netherlands, Sweden, the Czech Republic, Poland, Germany, and Russia were transit countries. Outside Europe, India, Libya, Morocco, Thailand, and Turkey were transit countries. Victims' movement is often controlled by large-scale criminal operations. The traffickers are usually criminals from the victim's home countries or transit countries.

Since the government made the purchase of sex, but not prostitution per se (i.e. the sale of sex) illegal on January 1, 2009, 334 persons have been charged with the purchase or attempted purchase

of sexual services and 21 have been charged with the purchase or attempted purchase of sexual services from a minor. The number of sexual trafficking investigations has dropped last year, coinciding with a drop in the number of prostitutes seeking help from the most significant NGO that aids prostitutes. At the same time, more women than ever have sought help from the ROSA project, the key NGO that aids trafficked women. Thus, the effect of the law on trafficking is not yet clear, and the numbers might reflect higher awareness of aid available to victims of trafficking (VOTs), combined with lower overall TIP numbers.

-- C. To what kind of conditions are the trafficking victims subjected?

The conditions victims are trafficked into vary by source country. Nigerian victims typically live in communal apartments (4-6 people in a one-bedroom apartment), and until the change in the law, were forced into street prostitution, with the threat that unless they paid back their transit costs (often "50,000 Euros") their families in Nigeria would be threatened. Victims from Eastern Europe are often given individual apartments but are closely watched and threatened with violence. Some victims from African countries are legally married to their traffickers, and "work from home."

-- D. Vulnerability to TIP: Are certain groups of persons more at risk of human trafficking (e.g. women and children, boys versus girls, certain ethnic groups, refugees, IDPs, etc.)? If so, please specify the type of exploitation for which these groups are most at risk (e.g., girls are more at risk of domestic servitude than boys).

The vast majority of trafficked persons who are identified by the government and NGOs are adult women for the commercial sex trade. Often victims are from minority groups in their source countries. KOM representatives suspect that labor trafficking victims are more likely to escape detection and identification than sex trafficking victims.

-- E. Traffickers and Their Methods: Who are the traffickers/exploiters? Are they independent business people? Small or family-based crime groups? Large international organized crime syndicates? What methods are used to gain direct access to victims? For example, are the traffickers recruiting victims through lucrative job offers? Are victims sold by their families, or approached by friends of friends? Are victims "self-presenting" (approaching the exploiter without the involvement of a recruiter or transporter)? If recruitment or transportation is involved, what methods are used to recruit or transport victims (e.g., are false documents being used)? Are employment, travel, and tourism agencies or marriage brokers involved with or fronting for traffickers or crime groups to traffic individuals?

There are multiple types of trafficking schemes, and each is largely associated with a different country of origin of the trafficked person:

The largest single national group of trafficked people are Nigerian, and Nigerian traffickers compromise a wide ranging network with many people making money off of victims. Victims--vulnerable girls or women in Nigerian cities--are typically approached by a "nice" man with the promise of a legitimate job braiding hair (or similar) in Europe. They are sent by bus to an intermediate point, such as Morocco, where they begin to be abused by their traffickers while waiting for transport to Europe, but many still maintain their belief that better days are ahead. Usually, false papers are used to get them across the border into Italy or Spain, at which point illusions dissipate and they are forced into prostitution by their traffickers. When a new batch of victims comes from Nigeria, they are forwarded from the intermediate country to Norway. Fear is maintained by (sometimes acted-upon) threats to their families in Nigeria, and superstitious beliefs that the traffickers hold magical powers over them. They are also promised escape from prostitution if they pay back an enormous sum (around 50,000 Euro).

Trafficked victims from other African countries (e.g. Ghana, Eritrea, Cameroon, Kenya, Congo) are trafficked by individuals. Traffickers with residency in Norway go to their home countries and marry attractive women, then bring them back legally to Norway, and initially ask them to prostitute themselves just to help out with finances for a short time. The traffickers always intended this to become their way of life.

Traffickers from Eastern Europe are typically members of small family mafias. A male trafficker is sent to his home country with the assignment to make an attractive girl fall in love with him. He spends money on her, but also may demonstrate a violent, powerful, or aggressive streak--but at least at first in an "attractive" way. He eventually asks her to go to Norway with him, and once there, he gives her very strict instructions about her behavior. He checks up on her constantly, and begins to become unpredictably violent. Victims are held in a state between terror and love, vaguely aware that they are being exploited, but afraid of and "admiring" the control their trafficker has over them.

#### 126. (SBU) SETTING THE SCENE FOR THE GOVERNMENT'S ANTI-TIP EFFORTS:

-- A. Does the government acknowledge that human trafficking is a problem in the country? If not, why not?

The government acknowledges that trafficking is a serious problem, and has a special office (KOM) devoted entirely to overseeing intragovernmental cooperation. The government had an action plan, drafted in 2006, that was designed to run through 2009, when a new one would be drafted. The drafting is still in progress, and the old action plan has been extended. KOM is currently undergoing an independent evaluation of its effectiveness, and has a mandate through September 2010, by which time a new action plan should be in place.

-- B. Which government agencies are involved in efforts to combat sex and labor trafficking - including forced labor - and, which agency, if any, has the lead in these efforts?

Many government agencies are involved in combating TIP, including the Ministries for Labor and Social Inclusion, Justice and the Police, Foreign Affairs, Health, Children and Equality, and the Ministry of Defense. The coordination of efforts under the Action Plan unveiled in 2007 is the responsibility of the Ministry of Justice and the Police KOM ("Coordinator for Human Trafficking") unit.

-- C. What are the limitations on the government's ability to address these problems in practice? For example, is funding for police or other institutions inadequate? Is overall corruption a problem? Does the government lack the resources to aid victims?

Funding for the police and other institutions is generally adequate, as would be expected of a relatively wealthy country such as Norway (consistently rated at or near the top in the UNDP development index). In 2010, however, there was no "ear-marked" funding from the Ministry of Justice regarding TIP for the police. The Ministry has told the police authority that it must prioritize activity against TIP, and find funding from its general budget (which has been increased). KOM itself has received "ear-marked" funding for January-September 2010 (the length of its current mandate before the new action plan is expected to be completed). In Oslo, the country's largest city, 14 police officers are assigned to the STOP anti-trafficking initiative, and in Bergen, the second largest city, three investigators are assigned to the

EXIT anti-trafficking initiative. These initiatives must, like other initiatives, fight for resources internally within their police districts.

Corruption is not a problem. The aid to the victims is partly paid by the government and partly by the local authorities where the victim lives. Benefits are generous; the same comprehensive welfare benefits given to all Norwegians are available to victims of trafficking.

-- D. To what extent does the government systematically monitor its anti-trafficking efforts (on all fronts -- prosecution, victim protection, and prevention) and periodically make available, publicly or privately and directly or through regional/international organizations, its assessments of these anti-trafficking efforts?

Norway monitors its efforts abroad and domestically to prevent trafficking. The Coordination Unit for Victims of Human Trafficking (KOM project) collects information from all the different institutions and organizations working against trafficking. The results are available to the public through statistical reports and open presentations of annual findings.

Norway also provides its information to the EU and to the Nordic-Baltic Ministerial Conference.

-- E. What measures has the government taken to establish the identity of local populations, including birth registration, citizenship, and nationality?

Norway is a highly efficient bureaucratic state, and all births are registered. Indigenous populations are fully integrated as Norwegian citizens.

--F. To what extent is the government capable of gathering the data required for an in-depth assessment of law enforcement efforts? Where are the gaps? Are there any ways to work around these gaps?

The government is capable of gathering data on identified victims, formal investigations, decisions made by police lawyers/district attorneys, and of convictions. The police directorate administers a national competence group on TIP, with members from many police districts. The group shares information about ongoing cases, experience with the use of different investigative measures, and so on.

One significant data-gathering "gap" that the KOM unit experiences is that it is difficult to get reliable data to do in-depth assessment of why a particular case is dropped and another case is prosecuted. To find this out, KOM must ask the investigator and prosecutor in every case. Some NGOs suspect that the police drop cases due to lack of resources for investigation. KOM has recommended that there be an in-depth analysis of all cases being dropped, to find out the real reasons.

Another data-gathering "gap" is that the KOM unit has no way of knowing when police officers effectively "downgrade" a case that really should be a TIP case to some other kind of crime, such as pimping.

#### 127. (SBU) INVESTIGATION AND PROSECUTION OF TRAFFICKERS:

For questions A-D, posts should highlight in particular whether or not the country has enacted any new legislation since the last TIP report.

-- A. Existing Laws against TIP: Does the country have a law or laws specifically prohibiting trafficking in persons -- both sexual exploitation and labor? If so, please specifically cite the name of the law(s) and its date of enactment and provide the exact language [actual copies preferable] of the TIP provisions. Please provide a full inventory of trafficking laws, including non-criminal statutes that allow for civil penalties against alleged trafficking crimes (e.g., civil forfeiture laws and laws against illegal debt). Does the law(s) cover both internal and transnational forms of trafficking? If not, under what other laws can traffickers be prosecuted? For example, are there laws against slavery or the exploitation of prostitution by means of force, fraud, or coercion? Are these other laws being used in trafficking cases?

There have been no changes in the law since the last report. A significant change occurred on January 1, 2009, when the purchase, but not sale, of sex was banned.

There is a paragraph specifically on trafficking in Criminal Code Section 224, as amended in 2006, in the chapter addressing crimes against personal freedom. This is the section of law most frequently used to prosecute traffickers. People who have been involved in trafficking will often have broken several other laws, such as: sexual abuse of minors under 14 years old, Section 195 (2003); overseeing the prostitution trade in Section 202 (2003); law against coercion, Section 222 (2003); law against imprisonment, Section 223 (1999); law against slavery, Section 225 (2003); law against threats, Section 227 (2003); law against assault, Section 228 (1988); law against sexual abuse, Section 192 (2003) and the Foreigner Act. In addition, Section 60A, the 'organized crime paragraph' is commonly used with Section 224 on trafficking; it can double the length of punishment and allows more extensive police investigative methods.

-- B. Punishment of Sex Trafficking Offenses: What are the prescribed and imposed penalties for the trafficking of persons for commercial sexual exploitation, including for the forced prostitution of adults and the prostitution of children?

5-10 years of prison are the maximum ranges of penalty for regular and aggravated trafficking.

-- C. Punishment of Labor Trafficking Offenses: What are the prescribed and imposed penalties for labor trafficking offenses, including all forms of forced labor? If your country is a source country for labor migrants, do the government's laws provide for criminal punishment -- i.e. jail time -- for labor recruiters who engage in recruitment of workers using knowingly fraudulent or deceptive offers with the purpose of subjecting workers to compelled service in the destination country? If your country is a destination for labor migrants (legal/regular or illegal/irregular), are there laws punishing employers or labor agents who confiscate workers' passports or travel documents for the purpose of labor trafficking, switch contracts without the worker's consent as a means to keep the worker in a state of compelled service, or withhold payment of salaries as means of keeping the worker in a state of compelled service?

Forced labor has been illegal since 1959, and for trafficking there is a 10 year maximum sentence for aggravated circumstances. Section 224 for trafficking applies equally to sexual and labor trafficking. Norway is not a significant destination for labor trafficking relative to other countries, but KOM unit personnel suspect that a smaller percentage of victims of labor trafficking are identified than victims of sexual trafficking. There were seven investigations of forced labor in 2009; none resulted in prosecution in 2009, although at least one investigation is still ongoing..

-- D. What are the prescribed penalties for rape or forcible sexual assault? (NOTE: This is necessary to evaluate a foreign government's compliance with TVPA Minimum Standard 2, which reads: "For the knowing commission of any act of sex trafficking... the government of the country should prescribe punishment commensurate with that for grave crimes, such as forcible sexual assault (rape)." END NOTE)

The penalties for forcible sexual assault or rape range from 14 days to 10 years in prison. In trafficking cases, frequently several laws will have been broken, all of which will be considered

during sentencing.

-- E. Law Enforcement Statistics: Did the government take legal action against human trafficking offenders during the reporting period? If so, provide numbers of investigations, prosecutions, convictions, and sentences imposed, including details on plea bargains and fines, if relevant and available. Please note the number of convicted trafficking offenders who received suspended sentences and the number who received only a fine as punishment. Please indicate which laws were used to investigate, prosecute, convict, and sentence traffickers. Also, if possible, please disaggregate numbers of cases by type of TIP (labor vs. commercial sexual exploitation) and victims (children under 18 years of age vs. adults). What were the actual punishments imposed on convicted trafficking offenders? Are they serving the time sentenced? If not, why not?

During 2009, there were 38 investigations into trafficking cases (31 for sexual exploitation and 7 for labor exploitation). There were 5 prosecutions against traffickers under section 224, all for sexual exploitation. These 5 prosecutions involved 7 defendants. Of the five prosecutions, four led to convictions--six persons convicted total. None of the convicted persons received a suspended sentence or fine as punishment--all received jail time. One of the convictions concerned a trafficked victim under the age of 18. Sentences were as follows: one woman from Nigeria sentenced to 3 years and 2 months prison for exploiting a woman from Nigeria in prostitution; one man from Nigeria sentenced to 3 years prison for exploiting two women from Brazil in prostitution. One man from Nigeria sentenced to 1 year 6 months prison for exploiting a woman from Nigeria in prostitution; three men from Albania sentenced to 3 years and 3 months prison for exploiting a girl from Albania (16 years old) in prostitution. (Given the overall comparative leniency of the Norwegian justice system, these are significant sentences. A man convicted of attempted murder, who shot at a synagogue and was implicated in a planned bombing of the US and Israeli embassies, received a sentence of 8 years in 2008.)

-- F. Does the government provide any specialized training for law enforcement and immigration officials on identifying and treating victims of trafficking? Or training on investigating and prosecuting human trafficking crimes? Specify whether NGOs, international organizations, and/or the USG provide specialized training for host government officials.

This is an area in which, in Post's opinion, the government of Norway excels. In September of 2009, the KOM project held a well-attended three day seminar for key actors on TIP issues to educate them about identifying victims. The seminar featured speakers from around the world, whom the head of the KOM project met on an International Visitor's program she attended in the U.S. in February 2009. There were 200 participants from three categories of officials at the national level. The main topics were trends and statistics on VOTs in Norway, experience in training of officers for identifying VOTs, and presentation of successful tools for identifying, assisting, and registering VOTs. There were 50 participants from each of the following four groups: police/prosecution, child welfare, immigration authorities, and NGOs. U.S. Embassy officers were invited and observed parts of the seminar, and found it impressive. The participants were from government and non-governmental organizations from all over Norway (Norway is a country of under five million people spread over a land area the size of California).

In 2009, KOM gave about 40 additional speeches about TIP in different fora. The audiences included police, prosecution authorities, child welfare workers, immigration authorities, NGO's and other social service agencies. KOM hosts a national TIP hotline, and provides information and guidance to all actors working against TIP.

In May 2008, the KOM project published a guide to identification of possible victims of trafficking, which is used to educate all government employees who might come in contact with victims of trafficking (e.g. immigration officials, social workers, asylum/refugee center employees) and explains how to identify victims, who to contact when trafficking is suspected, and what help for the victim is available. Many NGOs operating in Norway receive substantial government funding in their work; this includes NGOs working with trafficking victims. Cooperation between NGOs and the KOM project is excellent, and data from the NGOs was used in developing the identification guide. Neither the USG nor international organizations provided training to Norwegian officials except the aforementioned International Visitor program.

--G. Does the government cooperate with other governments in the investigation and prosecution of trafficking cases? If possible, provide the number of cooperative international investigations on trafficking during the reporting period.

The Norwegian government works with other European governments at the national and local police level to combat trafficking and pursue investigations and prosecution of traffickers residing outside Norway. The Norwegian government has worked over the last year with the governments of the following countries in specific trafficking cases: Bulgaria, Italy, Spain, Sri Lanka, Brazil, Romania, Thailand, Argentina, Cambodia, Albania, the United Kingdom, and all of the Nordic and Baltic countries.

Some of the different institutions with which the Norwegian government cooperates are the Council of Europe, the UN, the EU, NATO, the OSCE, EUROPOL, INTERPOL, FRONTEX, the Barents Cooperation, the Council of Baltic Sea States, the Nordic Baltic Task Force Against Trafficking in Human Beings, and the Nordic Council of Ministers.

-- H. Does the government extradite persons who are charged with trafficking in other countries? If so, please provide the number of traffickers extradited during the reporting period, and the number of trafficking extraditions pending. In particular, please report on any pending or concluded extraditions of trafficking offenders to the United States.

Cases of this nature have yet to occur in Norway. However, Norway does have extradition agreements with many countries, and theoretically the government would be willing to extradite if the legal system and rights of the accused in the requesting country were deemed sufficiently reliable. Norway cannot legally extradite Norwegian citizens.

-- I. Is there evidence of government involvement in or tolerance of trafficking, on a local or institutional level? If so, please explain in detail.

There is no evidence of governmental involvement in or tolerance of trafficking, however, a police officer was convicted of trafficking as detailed in paragraph J below.

-- J. If government officials are involved in human trafficking, what steps has the government taken to end such complicity? Please indicate the number of government officials investigated and prosecuted for involvement in trafficking or trafficking-related

criminal activities during the reporting period. Have any been convicted? What sentence(s) was imposed? Please specify if officials received suspended sentences, or were given a fine, fired, or reassigned to another position within the government as punishment. Please indicate the number of convicted officials that received suspended sentences or received only a fine as punishment.

There is no evidence of any government involvement in human trafficking, but in January 2010 a police officer from Bergen was convicted and sentenced to 10 years of prison (the maximum sentence) for severe abuse of minors from Norway, Brazil, Romania and Afghanistan. The officer was part of a pedophilia and child pornography ring. He was prosecuted under Criminal Code Section 224, the main trafficking section of the law. The exploited victims were "traded" among the ring members.

-- K. For countries that contribute troops to international peacekeeping efforts, please indicate whether the government vigorously investigated, prosecuted, convicted and sentenced nationals of the country deployed abroad as part of a peacekeeping or other similar mission who engaged in or facilitated severe forms of trafficking or who exploited victims of such trafficking.

Not applicable for Norway. Troops deployed on peacekeeping missions are trained on trafficking concerns. There have not been any reported incidents requiring investigation in recent history.

-- L. If the country has an identified problem of child sex tourists coming to the country, what are the countries of origin for sex tourists? How many foreign pedophiles did the government prosecute or deport/extradite to their country of origin? If your host country's nationals are perpetrators of child sex tourism, do the country's child sexual abuse laws have extraterritorial coverage (similar to the U.S. PROTECT Act) to allow the prosecution of suspected sex tourists for crimes committed abroad? If so, how many of the country's nationals were prosecuted and/or convicted during the reporting period under the extraterritorial provision(s) for traveling to other countries to engage in child sex tourism?

There have been no indications that Norway is a destination for child sex tourists. However, Norway's child sex crime laws, as well as its newly enacted prostitution law, have extraterritorial applicability. As detailed above in section J, a police officer from Bergen was convicted and sentenced in January 2010 to ten years in prison for TIP and severe abuse of minors. In 2007, one Norwegian was convicted for trafficking for the sexual abuse of five young boys/children in Thailand during 2004/2005. He was sentenced to 7 years in prison of "preventative detention" ("forvaring") which allows for longer imprisonment if, on a continuing basis, he is evaluated and found to be a threat.

#### 128. (SBU) PROTECTION AND ASSISTANCE TO VICTIMS:

-- A. What kind of protection is the government able under existing law to provide for victims and witnesses? Does it provide these protections in practice?

Victims and witnesses have not generally experienced threats or harassment from traffickers once they have sought help from the government, although (sometimes rational, sometimes irrational) fear of retribution against family and friends in the source

country prevents women from seeking government help. The government provides safe housing in shelters or other types of housing, if needed. This is provided primarily through the ROSA project--a government funded program specifically to help victims of exploitation. Victims are sent by ROSA to a network of dozens of women's shelters around the country, where the fact that they have been trafficked is not even disclosed to other women in the shelter (usually other battered women). It is in practice nearly impossible for the trafficker to find out where his victim has

gone, after she has accepted shelter from ROSA. Through ROSA and the Norwegian welfare state, there are also aid programs for the victims to rebuild their lives, such as medical care, training, working possibilities, and legal aid. The full panoply of aid provided by the Norwegian welfare state is available to trafficking victims who choose to legally stay in Norway.

-- B. Does the country have victim care facilities (shelters or drop-in centers) which are accessible to trafficking victims? Do foreign victims have the same access to care as domestic trafficking victims? Where are child victims placed (e.g., in shelters, foster care, or juvenile justice detention centers)? Does the country have specialized care for adults in addition to children? Does the country have specialized care for male victims as well as female? Does the country have specialized facilities dedicated to helping victims of trafficking? Are these facilities operated by the government or by NGOs? What is the funding source of these facilities? Please estimate the amount the government spent (in U.S. dollar equivalent) on these specialized facilities dedicated to helping trafficking victims during the reporting period.

The government-funded ROSA project is one of the main institutions for assisting victims of trafficking. In the last year, the ROSA project received 2.1 million kroner in funding (approx \$350,000). ROSA received 124 distinct "initial contacts" with trafficking victims in 2008, a moderate increase from 2007 when there were 113 "initial contacts." Of the 124, 51 ultimately accepted shelter from ROSA (last year the number was 44). This aid consists of support, housing and information. Victims are provided with access to a lawyer, access to police interviewers should they want to speak with them and press charges, money for food, fitness facilities, Norwegian language classes, and other aid. Foreign and domestic victims of trafficking have the same access to these services. Due to the increasing awareness of potential victims, other institutions around the country are also providing victims safe housing and other social services. Children are helped directly by the child welfare services. In addition, other government-supported "NGOs", such as ProSenteret, an organization that helps prostitutes, also help victims of trafficking. Embassies have visited both ProSenteret and the women's shelters used by ROSA, and are impressed with the physical amenities provided to victims and trafficking and prostitutes. Because of the all-encompassing nature of the Norwegian welfare state, it is nearly impossible to arrive at a total figure that the Norwegian government spends on trafficking victims: the \$350,000 listed above for funding for the ROSA project, for example, primarily covers the administration costs of the program--services actually received by trafficking victims (including the actual free housing, free legal advice, and so forth) come through the welfare state, and are often paid directly by local governments. The shelter system, for example, is an already-existing social program for any women who need a shelter, and is not maintained or administered by ROSA.

-- C. Does the government provide trafficking victims with access to legal, medical and psychological services? If so, please specify the kind of assistance provided. Does the government provide funding or other forms of support to foreign or domestic NGOs and/or international organizations for providing these services to trafficking victims? Please explain and provide any funding amounts in U.S. dollar equivalent. If assistance provided was in-kind, please specify exact assistance. Please specify if funding for

assistance comes from a federal budget or from regional or local governments.

As stated above, legal, medical, and psychological services are provided through the ROSA project, as well as other NGOs such as ProSenteret, an NGO that helps prostitutes whether trafficked or not. (Note that the concept of "NGO" in Norway is somewhat self-contradictory: what this means in practice is an organization that is not directly controlled by the government, but receives a large amount of its support from the government, with the understanding that the "NGO" can operationalize the government's concern about particular issues within its competency.) The national health services, asylum services, and other welfare services all help victims of trafficking. Much of the housing, medical and practical expenses are paid by the agencies, municipalities and institutions that provide the various services.

Those funds come for those agencies' own budgets.

The government's main contributions to combat foreign trafficking go through aid projects to NGOs, the UN, and other International Organizations in the source countries for trafficking. Internationally, the Norwegian government spent approximately 50,000,000 kroner (\$8.3 million) each year for the last two years on international anti-trafficking efforts and bilateral cooperation on trafficking. The largest single recipient of Norwegian trafficking aid was the IOM, followed by NGO's, and other organizations like UNICEF and UNDOC. All funding is made by the national government.

-- D. Does the government assist foreign trafficking victims, for example, by providing temporary to permanent residency status, or other relief from deportation? If so, please explain.

All non-Norwegian trafficking victims are provided a 6 month "reflection period" of legal residence in Norway, during which they can legally work, legally reside, and access all the social welfare benefits of the Norwegian state. In order to access this "reflection period," the victim need not make a legal complaint about her/his trafficker; it only needs to be shown that there is "some" evidence that trafficking has occurred. The 6 month "reflection period" cannot be renewed. In order to obtain a longer-term residence permit which can be renewed, the victim must make a complaint to the police against the trafficker, and then the police will report this complaint to the immigration authorities.

-- E. Does the government provide longer-term shelter or housing benefits to victims or other resources to aid the victims in rebuilding their lives?

The government provides safe housing in shelters or other types of housing, if needed. This is provided through, among others, the ROSA project (a government funded program). There are also aid programs for the victims to rebuild their lives, such as medical care, training, working possibilities, and legal aid. The Norwegian welfare state is one of the most comprehensive in the world.

-- F. Does the government have a referral process to transfer victims detained, arrested or placed in protective custody by law enforcement authorities to institutions that provide short- or long-term care (either government or NGO-run)?

Yes.

-- G. What is the total number of trafficking victims identified during the reporting period? (If available, please specify the type of exploitation of these victims - e.g. "The government identified X number of trafficking victims during the reporting period, Y of which were victims of trafficking for sexual exploitation and Z of which were victims of nonconsensual labor exploitation.) Of these, how many victims were referred to care facilities for assistance by law enforcement authorities during the reporting period? By social services officials? What is the number of victims assisted by government-funded assistance programs and those not funded by the government during the reporting period?

There were a total of 292 persons identified as potential victims of trafficking in 2009. Of these, referrals to the KOM unit were as follows: 6 from the child welfare services, 134 from the Immigration Directorate, 41 from asylum reception centers for unaccompanied minors over the age of 15, 52 from the ROSA project, 19 from the IOM, 38 from the police (of which 22 from the STOP project and 10 from the EXIT project), 1 case from KRIPOS (national criminal investigation service), 29 from ProSenteret, 30 from

Nadheim (church city mission in Oslo), 32 from Oslo social services, 17 from the ADORA project (an employment project funded by the Norwegian state), 6 from Bergen municipality, 23 from Oslo municipality, and 3 from the church city mission in Stavanger. In all, there were 551 referrals to care facilities in trafficking cases--this is significantly greater than the total number of victims identified, because the same individuals were often referred by multiple different agencies or NGOs.

-- H. Do the government's law enforcement, immigration, and social services personnel have a formal system of proactively identifying victims of trafficking among high-risk persons with whom they come in contact (e.g., foreign persons arrested for prostitution or immigration violations)? For countries with legalized prostitution, does the government have a mechanism for screening for trafficking victims among persons involved in the legal/regulated commercial sex trade?

Yes. The Identification Guide to Possible Victims of Trafficking, published by the KOM project in May 2008, incorporates a formal system of proactively identifying victims of trafficking among high-risk persons. It is distributed to all government employees who, in the course of their work, have the potential to come in contact with trafficked persons.

-- I. Are the rights of victims respected? Are trafficking victims detained or jailed? If so, for how long? Are victims fined? Are victims prosecuted for violations of other laws, such as those governing immigration or prostitution?

The rights of the victims are respected. They are neither detained, nor jailed, nor fined. They are not prosecuted for violations of any legislation. They are given a reflection period to build a case against the traffickers. They are given a safe place to stay, information and legal aid. In November 2008, the law was changed to give an amnesty from immigration laws (i.e. deportation) for any trafficking victim who gives evidence in court against her/his trafficker.

-- J. Does the government encourage victims to assist in the

investigation and prosecution of trafficking? How many victims assisted in the investigation and prosecution of traffickers during the reporting period? May victims file civil suits or seek legal action against traffickers? Does anyone impede victim access to such legal redress? If a victim is a material witness in a court case against a former employer, is the victim permitted to obtain other employment or to leave the country pending trial proceedings? Are there means by which a victim may obtain restitution?

Victims are encouraged to file civil suits or legal action against their traffickers. The victim can have other employment, and is also free to leave the country even though they plan to serve as a witness, unless they apply for asylum or a reflection period, in which case they must stay in Norway to preserve their immigration status. A part of the government action plan is to have the victims find work or start training during the time they stay in Norway. This fits into the program that the government has both in Norway and in the source country for those who return. The minimum amount for restitution is \$20,000 (note: in last year's report we said \$40,000. This appears to have been an error.), while in special cases compensation may exceed \$200,000. The compensation is paid by the government regardless of whether the trafficker has the assets to pay it, although in cases where the traffickers do have assets, the government collects restitution money from them in the form of a penalty.

-- K. Does the government provide any specialized training for government officials in identifying trafficking victims and in the provision of assistance to trafficked victims, including the special needs of trafficked children? Does the government provide training on protections and assistance to its embassies and consulates in foreign countries that are destination or transit

countries? What is the number of trafficking victims assisted by the host country's embassies or consulates abroad during the reporting period? Please explain the type of assistance provided (travel documents, referrals to assistance, payment for transportation home).

Yes, the KOM project provides necessary training for the different groups that are involved in identifying victims. Individuals trained in identifying trafficking victims from the Immigration Department are present in some, but not all Norwegian embassies abroad. Identifying possible victims of trafficking is part of the purpose of the visa interview process. KOM works with the immigration directorate to help identify possible victims of trafficking at the time of their visa application to Norway. Numbers are not available on how many victims are being helped by the host country's embassies. Norwegian embassies can assist victims who have returned to their home countries to improve their situation. Norway assists in a special program of the IOM which helps victims of trafficking in Norway return to their home country, where they receive support from local NGOs or other International Organizations. The government of Norway works through its embassies on bilateral cooperation on trafficking. For example, a continuing project with Bulgaria will pay for equipment that will allow Bulgarian victims who were trafficked to Norway testify in Norwegian courts via a DVC link. Ten Bulgarian and ten Norwegian experts (police and NGOs) will do an exchange to each other's countries in April 2010. During the reporting period, Norwegian TIP experts visited Bulgaria and gave seminars for police districts all over the country.

-- L. Does the government provide assistance, such as medical aid, shelter, or financial help, to its nationals who are repatriated as victims of trafficking?

There are no identified Norwegian victims who have been

repatriated.

-- M. Which international organizations or NGOs, if any, work with trafficking victims? What type of services do they provide? What sort of cooperation do they receive from local authorities?

The Norwegian government cooperates with a variety of international organizations such as the International Organization for Migration (IOM) and UNICEF, and local organizations such as Care, Red Cross and Save the Children. However, in Norway, the primary service provider is the Norwegian government, through the ROSA project and the welfare state.

Outside Norway, the Norwegian government has spent approximately 50,000,000 kroner (\$8.3 million) per year over the last two years on international anti-trafficking efforts and bilateral cooperation. The largest single recipient of Norwegian trafficking aid was the IOM, followed by NGO's, and other organizations, including like UNICEF and UNODC.

129. (SBU) PREVENTION:

-- A. Did the government conduct anti-trafficking information or education campaigns during the reporting period? If so, briefly describe the campaign(s), including their objectives and effectiveness. Please provide the number of people reached by such awareness efforts, if available. Do these campaigns target potential trafficking victims and/or the demand for trafficking (e.g. "clients" of prostitutes or beneficiaries of forced labor)? (Note: This can be an especially noteworthy effort where prostitution is legal. End Note.)

The purchase of sex is no longer legal in Norway, so some of the government's prior initiatives are now defunct, such as an internet campaign called STOP menneskehandel (stop human trafficking). This campaign focused on making purchasers of sex (legal until 2009) aware of the relationship between trafficking and prostitution.

-- B. Does the government monitor immigration and emigration patterns for evidence of trafficking?

While Norway is a member of the Schengen area and does not closely monitor land borders, trafficking patterns are monitored in cooperation with Frontex, Europol, and Interpol.

-- C. Is there a mechanism for coordination and communication between various agencies, internal, international, and multilateral on trafficking-related matters, such as a multi-agency working group or a task force?

As noted above, the government does have a steering/coordinating committee within the Norwegian government, chaired by the Ministry of Justice and the Police. The earlier mentioned KOM project is established to coordinate the combating trafficking work and to gather the information from all the different institutions and groups. International efforts are coordinated and arranged by the Ministry of Foreign Affairs Section for Global Initiatives and

Gender Equality. The government has not had an actual corruption case at the national level for years, but investigations for such matters would fall to Okokrim, the financial crimes investigative unit in the Ministry of Finance.

-- D. Does the government have a national plan of action to address trafficking in persons? If the plan was developed during the reporting period, which agencies were involved in developing it? Were NGOs consulted in the process? What steps has the government taken to implement the action plan?

In December 2006, the Norwegian government released its newest National Plan Against Trafficking, which laid out the strategy for the government to fight trafficking at the national and international levels through 2009. All interested agencies were consulted and participated in the building of the National Plan. A new action plan began to be drafted in November 2009 and is still in progress, likely to be unveiled in the summer of 2010. The applicability of the old action plan has been extended until the new one takes effect.

-- E: Required of all Posts: What measures has the government taken during the reporting period to reduce the demand for commercial sex acts? (please see ref B, para. 9(3) for examples)

After the government criminalized the purchase of sex on January 1, 2009, the police consistently and publicly arrested attempted purchasers of sexual services consistently over the year. During the year 334 persons were charged with the purchase or attempted purchase of sexual services and 21 were charged with the purchase or attempted purchase of sexual services from a minor.

-- F. Required of all Posts: What measures has the government taken during the reporting period to reduce the participation in international child sex tourism by nationals of the country?

The government has taken steps to reduce participation in sex tourism by investigating and convicting sex tourists. For example, in 2007 a Norwegian national was convicted for having sex with children in Thailand, and received a sentence of 7 years "protective custody" (a prison sentence that can be lengthened based on the criminal's perceived further risk to society). Norway

is in the lead in preventing sexual exploitation of children on the internet, having in past years traced a child pornography ring to a US national. In January 2010 a police officer from Bergen was convicted and sentenced to 10 years of prison (the maximum sentence) for severe abuse of minors from Norway, Brazil, Romania and Afghanistan. The officer was part of a pedophilia and child pornography ring, and traveled to Afghanistan and other countries for sex. He was prosecuted under Criminal Code Section 224, the main trafficking section of the law. The exploited victims were "traded" among the ring members.

-- G. Required of posts in countries that have contributed over 100 troops to international peacekeeping efforts (Argentina, Australia, Austria, Bangladesh, Belgium, Benin, Bolivia, Brazil, Burkina Faso, Cameroon, Canada, Chile, China, Cote d'Ivoire, Croatia, Denmark, Egypt, El Salvador, Ethiopia, Fiji, Finland, France, Gambia, Germany, Ghana, Guatemala, India, Indonesia, Ireland, Italy, Jordan, Kenya, Korea (ROK), Malawi, Malaysia, Mongolia, Morocco, Nepal, Niger, Nigeria, Norway, Pakistan, Peru, Philippines, Poland, Portugal, Russia, Rwanda, Senegal, Slovakia, South Africa, Spain,

Sri Lanka, Tanzania, Togo, Tunisia, Turkey, Uganda, Ukraine, United Kingdom, Uruguay, Yemen, Zambia, and Zimbabwe): What measures has the government adopted to ensure that its nationals who are deployed abroad as part of a peacekeeping or other similar mission do not engage in or facilitate severe forms of trafficking or exploit victims of such trafficking? If posts do not provide an answer to this question, the Department may consider including a statement in the country assessment to the effect that "An assessment regarding Country X's efforts to ensure that its troops deployed abroad for international peacekeeping missions do not engage in or facilitate trafficking or exploit trafficking victims was unavailable for this reporting period."

All deploying Norwegian troops are briefed on trafficking prior to their overseas assignments. This is a part of their military education. There have been no reported cases of Norwegian troops being in any way involved in facilitating or exploiting victims of trafficking.

### 130. (SBU) PARTNERSHIPS

Secretary Clinton has identified a fourth "P", Partnerships, recognizing that governments' partnerships with other government and elements of civil society are key to effective anti-TIP strategies. Although the 2010 Report will include references and/or descriptions of these partnerships, they will not be considered in the determining the tier rankings, except in cases where a partnership contributes to the government's efforts to implement the TVPA's minimum standards.

-- A. Does the government engage with other governments, civil society, and/or multilateral organizations to focus attention and devote resources to addressing human trafficking? If so, please provide details.

See answer to paragraph B below.

-- B. What sort of international assistance does the government provide to other countries to address TIP?

The Norwegian government works both multilaterally (predominantly) and bilaterally on TIP. Most of the \$8.3 million spent on foreign aid that impacts human trafficking projects abroad is channeled through the IOM, followed by NGO's, and other organizations like UNICEF and UNODC. The Norwegian government engages with many other governments on TIP issues, mostly on individual cases, but in specific instances-as with Bulgaria as detailed in paragraph 28 K above-on overall TIP prevention training and strategies.

As another example, in cooperation with Italy and the Netherlands, Norway supports the IOM's "Counter Trafficking Initiative" (project No. NGA-2041). The project period is 2008-2010 and the total funding is 4.2 million kroner (\$700,000). The objective is to provide for direct assistance to and protection of victims of human trafficking in Nigeria, and to contribute to free access to follow-up services. The Norwegian support will be used to strengthen the authorities' efforts, mainly those of the National Agency for the Prohibition of Traffic in Persons (NAPTIP), to combat trafficking, support for female victims of human trafficking and support for NGOs. The initiative will mainly contribute to ensure the safe return and rehabilitation of victims, reduce the recruitment from Nigeria, strengthen the cooperation between authorities and NGOs, provide better knowledge about Human Trafficking and strengthen research on the subject.

WHITE